

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Analysis of Manpower in CIA

1. As a result of a request from the Committee on Post Office and Civil Service of the House of Representatives, a special task force was established under the Inspector General composed of two representatives each from the DD/I, DD/P and DD/S to analyze the manpower situation in CIA. The Chief of the Management Staff assisted the Inspector General in this study and a member of the I. G.'s staff served as secretary of the group.

2. The letter from the Post Office and Civil Service Committee addressed itself primarily to the objective of a 10 per cent reduction in manpower. As was pointed out in your reply to the Committee in which you indicated your intention to make the requested survey, a reduction in manpower might not be practical or in the national interest in an organization as new as the Central Intelligence Agency, particularly with more requirements levied on the organization than can be satisfied with present manpower. Consequently, the task force not only examined how an arbitrary 10 per cent reduction in manpower could be accomplished, and attempted to uncover any duplication of effort which might exist within CIA or between CIA and any other Government agency, but also solicited information on what existing or potential requirements on the Agency could not be filled with present manpower. It is believed that this will provide you with a more accurate picture of the manpower conditions in CIA while filling the requirement of the House Committee.

3. An analysis of the manpower situation in each of the Deputies' areas follows:

FIRST QUESTION:

What function would you eliminate, or what procedure would you follow if a 10 per cent reduction from manpower on-duty 31 October 1955 was required?

ANSWER:

DD/I:

Substantial savings of personnel would probably result from consolidation of the present seven offices into an intelligence collection and information office comprising the functions of CO and OCR, and an intelligence production office integrating present functions of ORR, OSI and OBI on the one hand and OCI and ONE on the other. However, it is questionable whether the disruption of effort, losses of key personnel and the other confusions resulting from such a major reorganization would be worth the eventual savings in manpower. In any event such a reorganization would have to receive a most careful and mature study before implementation. The alternative to such organizational changes is a selective curtailment or elimination of functions based on relative priorities. This is analyzed on an office by office basis in the Annex.

DD/P:

A determination would be made as to the required size of the Headquarters organization as well as the size of the Agency's overseas stations and units, including personnel assigned to such units from other components of the Agency and in support of DD/P operations. The relationship in size between Headquarters and overseas would then be maintained throughout the reduction-in-force. An ad hoc group would develop a figure by which each Headquarters and overseas component must be reduced to accumulate a total of [REDACTED] as a whole. 25X9A2 Those functions which, in accordance with the findings of question two below,

are judged to be duplicatory or permissible to terminate and which it is believed could be transferred or eliminated within a year would be first priority items for reduction in this exercise. Following this, the chief of each component would be ordered to select the exact ceiling positions to be eliminated. DD/P would press for a procedure which would permit the retention of the most qualified individuals rather than a procedure based on the established Civil Service reduction-in-force principles.

DD/S:

A determination would be made of the direct support required for continuing operations, plus that housekeeping support necessary to the Agency in general. This determination must be made on the basis of established operational plans. On this basis the percentage of reduction in the support field might be less than, or considerably greater than, the desired over-all Agency reduction of ten per cent. When the percentage applicable to DD/S has been determined, a reduction would not necessarily be effected in equal percentage among the DD/S components. The prime interests of the Agency in security protection, official personnel records, financial and property accounts, and other legal responsibilities must receive priority attention. Those support functions which would be significantly affected by a 10 per cent over-all reduction in support personnel are: extension of the annual physical examination program, records management, extensive service to Career Boards aiding in the selection of individuals for membership in the Career Staff, furniture repair, typewriter repair, mail and courier service, bus and motor pool service, real estate and construction services, review of proprietary accounts, policing of accounts receivable, review and analysis of the budget, 25X1A6 custodial service at [redacted] (could be handled by contractual arrangement),

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covert instruction, language and area training, testing and assessment services, communication services, investigation of pending security cases and periodic re-investigation of personnel.

SECOND QUESTION:

Are any organizational units now performing any functions or activity which is being performed, in whole or in part, by another component of this Agency or by another Government agency?

ANSWER:

DD/I:

There is little evidence of duplication in the assignment of functions as between the DD/I and other components of the Agency or other government departments. Such duplications and overlaps as exist stem primarily from misapplication of the provisions of existing directives. Continuous progress is being made in the elimination of such duplication through working level liaison and the coordinating influence of the IAC subcommittees. The only significant exception appears to be in the area of Current Intelligence. CIA and each of the military departments are producing a series of Current Intelligence publications. If agreement were to be reached among the IAC agencies for the production of a single series of Current Intelligence publications coordinated by CIA, each of the intelligence agencies could effect substantial personnel savings. Such an agreement would require CIA to abandon its present responsibility for current intelligence except in those areas for which the Agency has an assigned research responsibility. The Agency would essentially have no more than a coordinating role similar to the NIS responsibility. In addition the DCI would have to rely upon other agencies for substantive support in preparation for NSC briefings. Within such a limited concept the Office of Current Intelligence

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could perhaps affect an eventual saving of approximately [redacted] people.

In addition, the DD/I area as a whole, and especially the ODBI, ONE and OCI, is frequently required to furnish high level consumers with special memoranda, statements and speeches, many of which duplicate the information available in current intelligence publications. This activity consumes the services of approximately [redacted] personnel per year.

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25X9A2 TOTAL DUPLICATING FUNCTIONS
[redacted] of DD/I Ceiling 31 Oct.)

Curtailment or elimination of DD/I functions will have primary impact on other components of the Agency and other departments of the Government. Most of the services of common concern performed by the DD/I are specified in the various NSCID's and DCID's. However, in addition to these, there are a number of other important functions which have been assumed by the DD/I on behalf of other components of the Agency or other departments. Since the intelligence significance of these functions are not always apparent, it appears desirable to spell out these functions in detail as they constitute 15 per cent of the total DD/I effort and consume [redacted] personnel per year:

1. ORR: In addition to the various production and coordination functions assigned to ORR by NSCID's and DCID's, the following support functions and services of common concern are performed:

a. Under an agreement of August 1947, revised in August 1948, between the Departments of State and the CIA, the cartographic map library, and geographic intelligence functions of the Department of State were transferred to the CIA as services

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of common concern to the intelligence community and have functioned effectively in this capacity through the subsequent years.

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b. In response to letters from the Secretary of State and the Director for Mutual Security in April 1952, requesting intelligence support by CIA to the economic defense program of the U. S. Government, ORR has provided, on a continuing basis, intelligence research support and advice through active participation both in Washington and at conferences abroad.

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c. In May 1954, the Economic Defense Advisory Committee requested the CIA to provide for the analysis and centralized review of intelligence information in support of the enforcement of trade controls. This function has been ably performed by ORR since that date.

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d. Following an inter-agency survey requested at a meeting of the IAC in January 1951, CIA initiated in ORR a program for

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[REDACTED]
of common concern to the intelligence community.

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e. ORR chairs an informal Interagency Map Procurement Coordinating Committee established in 1947 with representation from the various mapping and map holding components of the U. S. Government. ORR has maintained an efficient staff in support of this Committee's work and has thereby maximized coordinated procurement of maps from foreign areas through appropriate collection channels.

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f. In response to a request from the Chief of Staff of the U. S. Air Force of June 1953, ORR plays an important coordinating role in the production of geographic contributions to the U. S. military escape and evasion program.

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g. The joint [REDACTED] approved by the IAC in January 1953 (IAC-D-59), authorized ORR to coordinate U. S. activities in support of the program. Effective staffing of this support has greatly increased observational reporting from behind the Iron Curtain.

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h. At the request of representatives from the Department of State and with interagency agreement, ORR provides guidance to economic reporting officers stationed within the Sino-Soviet Bloc. This activity, conducted by ORR as a service of common concern, has resulted in much more effective reporting from the Sino-Soviet Bloc in response to the requirements of the intelligence community.

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3. [REDACTED] In addition to coordinating the procurement of foreign language publications (NSCID 16) FDD also provides translation services for CIA and when possible for the other IAC agencies, especially in the rarer languages.

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4. OCR: All the services provided by OCR, except for a small number of special jobs in direct support of operations are made freely available to other members of the intelligence community. All of these are services which must be performed by CIA itself and which, though costly to establish with the special equipment needed for speed and efficiency, can be extended to other members of the community at relatively little additional cost once they are in operation. The Federal Government would obviously be guilty of poor economy if it required each agency to do for itself those chores which can more cheaply be done by a single central agency charged, as is CIA, with the responsibility of achieving coordination in the intelligence community. Approximately 20 per cent [REDACTED]
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of the OCR effort directly supports activities on behalf of other government departments and agencies.

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5. OSI: NSC-169 (Electromagnetic Communication) directs CIA, among other things, to provide a mechanism for evaluating the technical effectiveness of U. S. overseas broadcasting. This responsibility, which provides intelligence support to USIA, FCC and the Department of State on Soviet communications and jamming capabilities is being discharged by an Electromagnetic Warfare Branch (EMW) in the Electronics Division of the Office of Scientific Intelligence.

Elimination of this function would provide a saving of [redacted] personnel.

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25X9A2 TOTAL SUPPORTING FUNCTIONS
([redacted] of DDI Ceiling 31 Oct.)

[redacted]

DD/P:

1. DEFENSE - Material Stockpiling

[redacted]

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Propose that CIA eliminate from its stockpile all items except those peculiar to it only and draw on the military for any cold war requirement.

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2. DEFENSE - Research and Development

Indication of duplication between CIA and military on research and development activities.

Propose review to determine extent of duplication and steps necessary to ensure that efforts complement each other.

Cannot be
Estimated

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3. DEFENSE - Communications

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[REDACTED]

Cannot
be
Estimated

25X1C14c 4. U. S. ARMY - Overseas UW Activities

[REDACTED]

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6. USIA or [REDACTED]

Certain propaganda projects designed for general conditioning of public opinion have reached a stage where they can be turned over to overt group.

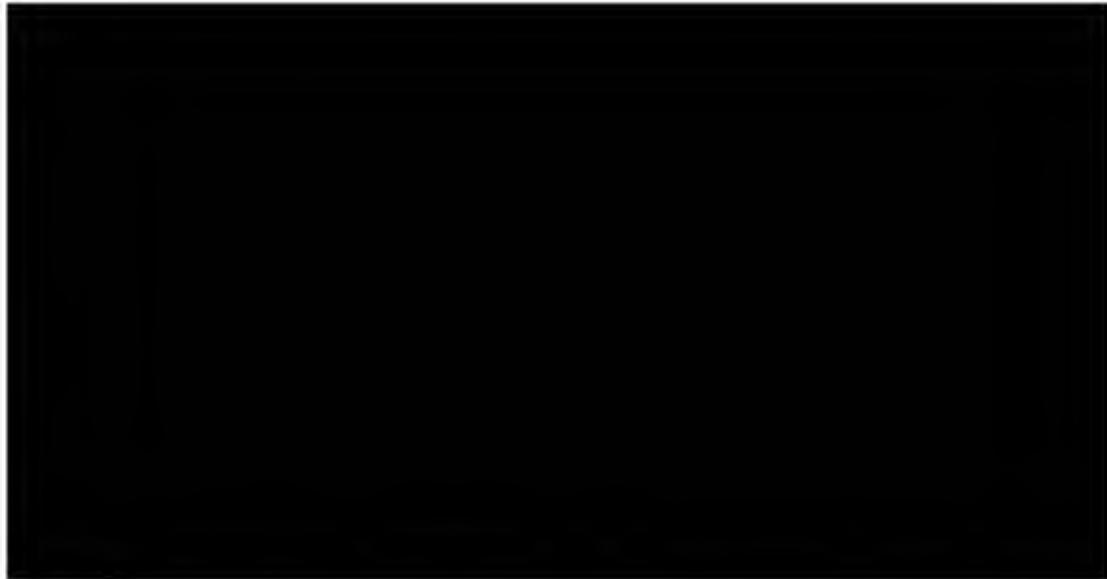
Propose that CIA phase out of direct support and exploitation of such projects as soon as espionage and CI considerations permit. Examples are:

[REDACTED]

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7. ICA AND OTHER GOVERNMENT AGENCIES-NSC 1290 (d) Projects

These programs are primarily overt in character, and outside CIA's sphere of responsibility. Propose they be transferred to ICA or other Government agencies with CIA responsible for only training small groups of highly specialized FBI-type forces.

E. g., Propose that training program for [REDACTED] security policy be turned over to ICA.

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8. STATE DEPARTMENT - Economic Reporting

Propose that economic reporting, particularly in Latin America, and intelligence operations relating to East-West trade transactions and controls, where information is obtained chiefly through liaison, be transferred to State Department. These economic policies and programs are preponderantly overt and thus render covert supplementary action virtually unnecessary.

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9. McCARRAN ACT VISA NAME CHECKS

Propose that necessity for CIA's continuation of this program be determined.

Name checks completed to date have resulted in no apparent action by the INS, the FBI, or the State Department. Evidence of activity as a result of information provided has been negligible. (Some 120,000 name check requests have been processed, involving approximately 6,000 man days.)

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TOTAL ESTIMATED PERSONNEL SAVINGS BY ELIMINATION OR TRANSFER OF THESE FUNCTIONS
PERCENTAGE OF DD/P CEILING.

DD/S:

INTERA-CIA

1. Training: DDP/SR is conducting some training in connection with the [REDACTED] Some manpower savings might result if this training were incorporated with training in OTE.

2. Personnel Recordkeeping: The Management Staff is presently studying Agency personnel procedures. Without attempting to predict the findings of this study, it appears likely that recordkeeping functions are already duplicated unnecessarily. There is potential duplication in other areas of personnel management but positive evidence has not been established to identify specifications.

3. Supply: It is suggested that the present Agency supply system, particularly the recordkeeping and reporting, be surveyed to determine possible manpower savings.

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4. Communications: There may be some identical functions such as research, development and maintenance of stock records. The Office of Communications cannot visualize a practical combination of activities which would eliminate even a few positions.

INTER-AGENCY

5. Furniture Repair: Elimination of this function is possible if the work is transferred to the General Services Administration. 25X9A2 [REDACTED]

6. Ordnance Repair and Rehabilitation: The Department of Defense has such facilities. If the functions were transferred it is believed urgent requirements would suffer. 25X9A2 [REDACTED]

7. Printing Services: Some unclassified printing is now being prepared by the Government Printing Office. The GPO has facilities for doing other Agency work but because of the sensitivity and classification of most of the Agency's printing requirements it has not been considered feasible to request their assistance.

8. Training: OTR has made a serious effort during the past several years to take advantage of all Government and university area and language courses. Experience has shown that, in the majority of cases, the most efficient, economical and secure method of providing language and area instruction for Agency employees is through internal CIA programs.

THIRD QUESTION:

Are there functions or requirements now assigned you which are beyond your present capacity to perform? If so, give an indication of the number of additional personnel required to perform such functions.

ANSWER:

DD/I:

There are many areas within the DD/I in which present coverage of assigned functions is dangerously inadequate; there are other areas in which substantial improvement in the coverage of existing functions could be obtained through increases in personnel.

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1. ONE: Increase personnel by [redacted] for maximum efficiency in operation of office as a whole ([redacted] for each of four regional groups: WE, VE, NE, and EE; [redacted] for permanent assignment to work of NSC Net Evaluation Subcommittee; and [redacted] general utility on community work, the IAC secretariat in particular). 25X9A2

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2. OSI: Increase personnel by [redacted] 6 in order to:

a. Accelerate development of new applications of science and technology to the intelligence process; i.e., obtaining "hard" 25X9A2 as recommended by the Technological Capabilities Panel [redacted] personnel);

b. Broaden surveillance of foreign guided missiles and nuclear energy activities ([redacted] personnel);

c. Strengthen Office support of scientific and technical intelligence coordinating activities ([redacted] personnel); and

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d. Broaden the scope of coverage on foreign basic sciences to include key areas such as oceanography, upper atmosphere, aeronautics, automation, seismology, geodesy and astronomy ([] personnel).

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3. OBI: The level of NIS activity is increasing substantially as a result of progressive expansion of the NIS to provide basic intelligence required for Psychological Warfare and United States Information Agency programs; increase in Chapter I production, greater emphasis on maintenance revisions of published NIS; further development of the new NIS "Key Personalities" unit, and participation in the new International Communism program. The full impact of these developments on OBI activity is expected in FY 1957. The present workload requires [] additional personnel, already approved by the DD/I.

To cope with the increased workload in FY 1957 will require [] additional personnel, a total of [] which would increase the T/O to [] positions.

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4. ORR: An increase in personnel by [] would be necessary to:

a. Meet fully community expectations for aggregative military economic analysis of Soviet capabilities;

b. Satisfy the rapidly growing demand for studies on Soviet economic penetration of non-Bloc countries;

c. Correct deficiencies in aggregative economic research on the European Satellites;

d. Serve the community through maximum exploitation of special source materials for economic intelligence;

e. Fulfill effectively ORR's responsibilities in correct-

ing major economic research deficiencies identified by the EIC.

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g. Strengthen intelligence support to the enforcement of trade controls; and

h. Provide a modest increase in the capabilities of several supporting services, such as cartography, photo intelligence, and geographic research, to meet more effectively the priority demands placed upon them.

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5. OO: Office of the AD/O: This Office is in urgent need of staff assistance to cope with interagency, interoffice and inter-division liaison and problems. This would entail the addition of a minimum of [redacted] people.
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a. Improved collection of scientific and technical

intelligence by the addition of technically trained collectors
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to the field, with appropriate clerical support ([] positions).

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b. More extensive exploitation of aliens in the US by the addition to the field of collectors having Slavic language competence [REDACTED] positions); and

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c. More effective support of the other IAC agencies,
under NSCID 7, by the provision of adequate clerical support
to IAC member representatives already, or to be, assigned to
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domestic field offices (█████ positions).

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[REDACTED]

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██████████

25X1A8a8. █████ In order merely to meet the existing priority
requirements of the IAC agencies for intelligence information from
foreign documents, an additional █████ positions are necessary.
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██████████

9. OCR: Increase personnel strength by █████ in order to
improve efficiency, speed, and accuracy of services now being
performed:

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a. █████ in CIA Library to cut processing time on
incoming documents and give service on requests which now
exceed capacity;

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b. █████ to Biographic Register in order to bring
under control a larger proportion of the incoming data and
make files more current;

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c. █████ to Special Register to enable it to index all
incoming special intelligence instead of only a fraction, and
to do a really first-rate job of the NSC 169 mission;

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d. [REDACTED] to Liaison Division so that it might improve and make more complete its collation of advance information on international conferences where Sovbloc persons are likely to be in attendance and accessible for exploitation; and

e.. Five to Machine Division to keep pace with demands for machine service which now exceed capacity, and to smooth over the transition to Minicard in the coming year.

All of the above are services being performed in response to needs of both DD/I and DD/P, and all are made available upon request to other agencies of the IAC. All are now being performed on a level of barely acceptable performance.

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TOTAL INCREASE
PERCENTAGE

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DD/P:

OVERSEAS OPERATIONAL REQUIREMENTS BEYOND OUR PRESENT CAPACITY AND ADDITIONAL PERSONNEL NEEDED:

In the initial development of their programs of operations for FY 1957, the Clandestine Services Area Divisions (including IO) estimated a requirement of additional overseas personnel which was 25X9A2 [REDACTED] above the number provided for by the FY 1957 ceiling as subsequently established by the Director. The operational requirements represented by this figure include only those carefully screened and selected locations and objectives which are the most critical need for expanded or additional Clandestine Services activity. Many further possibilities for profitable and useful action were excluded.

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1. It is now estimated that [REDACTED] 25X9A2 25X9A2 personnel programmed above the FY 1957 ceiling could be provided for by offsetting reductions that normally occur and elimination of overseas requirements that are no longer valid, leaving a net increase of [REDACTED] 25X9A2 which could not be met under the ceiling.

2. The [REDACTED] 25X9A2 additional personnel positions are needed to carry out the following programmed operational requirements which are beyond our present capacity to perform:

a. The need for aggressive counter-Communist effort in 25X1A6a [REDACTED] including such activities as penetration of Soviet and Satellite installations;

b. The general insufficiency of our clandestine intelligence collection effort toward the European Satellites and the USSR itself;

c. The insufficiency of our psychological and political activities generally throughout the Middle East area, and the need for development of a wartime resistance organization in 25X1A6a [REDACTED]

d. The need for more extensive and effective political-psychological effort in Southeast Asia, especially 25X1A6a 25X1A6a [REDACTED]

e. The urgent need for much more extensive clandestine intelligence collection effort against [REDACTED] 25X1A6a and

f. The need for political, psychological, and counter-intelligence action against the efforts of international Communism in Latin America.

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3. While the above programming included some provision for expansion in Latin American activities, it has since become apparent that the Clandestine Services program in Latin America should be even more intensive than contemplated at that time. This will represent a requirement of approximately [redacted] additional personnel above the FY 1957 program.

4. Likewise, the programming for FY 1957 does not provide for the development of a much needed reserve capability in terms of trained intelligence officers.

INCREASED HEADQUARTERS ACTIVITY AND ADDITIONAL PERSONNEL REQUIREMENTS:

5. The same programming for FY 1957 estimated needs for personnel increases for Clandestine Services Headquarters at approximately [redacted] above the FY 1955 number on board. The ceiling as established by the Director provided [redacted] positions, above the 1955 level, for certain specifically named, high priority, Headquarters activities, and an additional [redacted] to be distributed as needed. As compared with the initially estimated [redacted] this leaves approximately [redacted] of this requirement still unprovided for under the ceiling. Except for the Records Integration Division, the Clandestine Services Headquarters can get along without this [redacted] without insurmountable difficulty if the Field needs estimated above are not met. If such Field needs should be filled, Clandestine Services Headquarters would need either: (a) a proportionate increase to support such Field expansion [redacted] or (b) a streamlining of the Headquarters organization to find means of supporting Field expansion with a Headquarters increase of [redacted]

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25X1A8a 6. The [REDACTED] has grown steadily to
25X9A2 its present ceiling of [REDACTED] and with the performance of approximately \$1,000 of overtime each working day, this growth has by no means ended. Unless more personnel can be added, overtime cannot be reduced and may even increase. The largest backlog exists in the maintenance of index cards and personality files. [REDACTED]

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together reference indices for CIA as well as other elements of the
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U. S. Government. Over [REDACTED] are carried in the index.

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However, the current backlog amounts to over [REDACTED]. Business machines are being introduced into [REDACTED] may offer some man-

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power relief but will not erase the need for additional personnel. The Government's internal security needs may throw an additional

25X1A8a immense task on [REDACTED] of performing visa checks. Should visa

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checks become a function, the present strength of [REDACTED] will have to be doubled. Therefore, it can be firmly anticipated [REDACTED] will undergo further expansion due to a steadily increasing volume of material already handled at Headquarters and to demands for new services. An average annual growth of 10 per cent (increase of

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[REDACTED] for FY 1957) is believed to be likely for several years without the assumption of responsibility for visa checks.

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TOTAL INCREASE
PERCENTAGE

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ID/S:

Functions or requirements now assigned which are beyond our present capacity to perform at the scope and/or pace considered necessary are:

1. Effective and systematic audit of confidential funds;
2. Increase in medical service;
3. Continuance of the clerical training program;
4. Instruction in reading improvement;
5. Speed up processing of benefit claims;
6. Development of position and qualification standards;
7. Procurement of personnel to meet current attrition;
8. Proper maintenance of wire, microwave and ciphering systems;
9. Establishment of "quick reaction capability" for the production of equipment for clandestine services;
10. Inventories of cryptographic stocks;
11. Protective traffic analysis;
12. Performing budget responsibilities to proprietary and other special projects;
13. Inventory of ordnance equipment;
14. Reduction in backlog of cases pending security investigation; and
15. Reinvestigation of employees.

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